

Recommendation to Audit Alameda County Sheriff's Department

Objectives

We request that the Alameda County Board of Supervisors task an *independent auditor* to conduct a comprehensive *performance* and *fiscal audit* of the Sheriff's jail operations budget and management, as well as the Sheriff's use of state and federal grants. The audit of the Sheriff Department's budget shall assess areas of over-spending, comparing adopted budgets with actual expenditures. Additionally, the audit should cover policies and practices that drive the use of county jail bed days, corrections facility use, and the staffing of deputies across correctional facilities. The independent auditor shall provide the Board with recommendations on best practices, ensuring the jail system is structured to best meet the needs of those under its care.

Guiding Questions

Is the steady increase in the Sheriff Department's budget warranted, given the decrease in the jail population?

- What is the cost of operating the Alameda County jail system? Are jail-related budgets and staffing practices managed cost-effectively and efficiently?
- How do changes in the jail population affect jail system costs?
- How do the sheriff's department's contracts, state and federal grants, and MOUs impact the sheriff's budget and jail use?
- How are those who require special needs housed and/or classified?
- What policy, programmatic, and operational changes can be recommended – based on the information generated by this audit – that can reduce costs while maintaining security and other legitimate Sheriff's Dept. objectives?

Scope of Work

The independent auditor will collaborate with the Department of Auditor-Controller (A-C), the Sheriff Department, the County Administrator's Office (CAO) and the Board of Supervisors, to provide an analysis and assessment of the Alameda County Sheriff's Department. The independent auditor shall also provide a set of recommendations to the Board in a timely and thorough fashion. The independent auditor shall perform the following:

1. **Evaluate Corrections Expenditures, Staffing, and Efficiency**
 - a. **Comparison of County Expenditures FY 2009/10 to Present** - A detailed assessment from Fiscal Year 2009/10 to the present of Alameda County expenditures (including but not limited to full time employees, professional services contracts, food and supplies, the Inmate Welfare Fund, capital improvements, small capital and maintenance) that are required to operate the Alameda County Jail System, specifically in comparison to other counties with similar size and demographic profiles.
 - b. **Corrections Staff to Inmate Ratio** - A detailed quarterly accounting and ratio of full time correctional employees to jail population from 2009-present.
 - i. Benchmark Alameda County data to other counties with similar size and criminal justice system profiles.

- c. **Use of Overtime and Other Pay** - A detailed annual assessment from 2009-present of the categories of use of overtime and other pay, include an audit of policies and procedures to determine usage of personnel.
 - i. An analysis of processes and controls used to authorize overtime and “other pay,” including who is involved, and an assessment as to whether use overtime is proven to be efficient.

2. Conduct an Assessment of Jail Population Data

- a. **Demographics of Jail Population** - A detailed monthly accounting of the jail system from 2009 until present. What possible trends in jail population can be linked to policies and practices of the Sheriff’s Department? The data shall account for the following demographics for Glenn Dyer Detention Facility and Santa Rita Jail:
 - i. Monthly Average Daily Population - distinguish between county ADP & contract ADP -- differentiating data from each contracted jurisdiction
 - ii. Age
 - iii. Race/Ethnicity
 - iv. Sex - include numbers of individuals who identify as trans or gender-nonconforming
 - v. Number of undocumented immigrants in-custody
 - vi. Number of persons with diagnosed mental health needs, physical disabilities, and/or substance use disorder
 - vii. Un-sentenced and sentenced by offense type
- b. **Pre-Trial Population Data** - A detailed monthly accounting of pre-trial jail population numbers from 2009-present for a) persons with no bail; b) persons assigned bail but were not able to pay; c) persons who have violated probation conditions; d) other.
- c. **Conduct an Analysis of Housing Policies for Use of Isolation** - Analyze whether in-custody policies and practices are meeting the needs of at-risk individuals/populations housed in administrative segregation, protective custody, and/or solitary confinement.
 - i. Include monthly records from 2009-present of the numbers of individuals, duration, and reason individuals were held in administrative segregation, protective custody, and/or confinement.
 - ii. Identify the policies and practices that drive the use of restrictive environments.
 - iii. Identify the research and best practices in staffing and appropriate policy interventions for each population that supports a high-quality needs-based continuum of physical health, trauma-informed mental health, and substance abuse support.

3. Assess Long Term Options for Correction Facilities, including but not limited to consolidation and potential closure.

- a. **Assess the Impact of Prop 47 Reducing the Jail Population** - A detailed accounting and assessment of the numbers and classification of jail beds, including the permanent reduction and reduced overall operating of

approximately 400 Average Daily Population (ADP) in the first year of implementation of Prop 47 (Nov 2014 to Oct 2015).

- b. **Assess Security Classifications** - A detailed monthly analysis from 2009-present of housing security classifications, including data that lists determining factors (e.g. gang classification, offense type, etc.)
 - i. Identify logistics and staffing needs for each classification
 - ii. Identify the policies that determine an individual's security classification
 - iii. Identify research and best practices of correctional security classifications
- c. **Conduct a Feasibility Study of Closing Housing Units at Santa Rita Jail and/or Glenn Dyer Detention Center**- Considering the declining jail population, are current housing practices most efficient and fiscally responsible?
 - i. This study shall include an assessment of jail unit facilities that could close stemming from population reductions as a result from criminal justice reforms such as Proposition 47 and Bail Reform, and an evaluation of the feasibility of such closures. This analysis should consider any impacts on programming and service levels in the remaining units in operation, access of people in jail to family visits and attorney visits, and financial or staff requirements to maintain or improve current levels of such safety and health care.
 - ii. Determine what decrease in the jail population would be necessary to close jail units
 - iii. Determine the cost-savings of potential unit closures.

4. Evaluate Sheriff Department Revenue & Contract Methodologies

- a. **AB109 Allocations for the Sheriff's Department** - A review of the Sheriff's Department's share of AB109 (2011) Public Safety Realignment allocations since 2011 to present, including detailed annual expenditures.
- b. **Federal & State Revenues of the Sheriff's Department** - An accounting of all *federal and state grants* received by the Alameda County Sheriff's Department since 2009; detailing for each grant and revenue source(s):
 - i. Determine the amount of funds received that are flexible or otherwise discretionary over that time period
 - ii. Determine the programs supported by each fund(s)
 - iii. Determine other resources in addition to the grant funds that were expended to carry out the supported programs (including but not limited to FTE personnel, professional services contracts, and county funds)
 - iv. Assess the management of Federal and State revenues, and compliance with statutory funding requirements
 - v. Determine the number of staff or contracted personnel dedicated to carry out the grant
 - vi. Determine whether and how grant funds were used to enhance county jail facilities, services, or population size
 - vii. Determine the planning in place for consequences to budget and services of the completion or non-renewal of the grant
 - viii. Compare the management and use of Federal and State funds with those allocated to other relevant, model jurisdictions

- c. **Contracting Practices & MOUs** - An accounting and analysis of practices for contracting food, medical care, mental health services, communications, and other services, including a list of contractors and MOUs with other jurisdictions. Additionally, for each contract or MOU, there shall be a study of:
- i. the amount expended
 - ii. the duration
 - iii. the scope of the contract or MOU
 - iv. the efficiency and accountability of such arrangements (including contract enforcement mechanisms).

Final Analysis and Recommendations

Provide a finalized written analysis of this research that includes budget and policy recommendations to the Alameda County Sheriff's Department and the Board of Supervisors where duplication of effort or other opportunities for improved efficiencies or options to maximize the County's return on investment can be identified. Based on the information generated by this audit, the recommendations shall identify policy, programmatic, and operational changes that can reduce costs while maintaining security and other legitimate Sheriff's Dept. objectives.